

PD-AAR-513

12A 40879

NONFORMAL EDUCATION PROGRAM
(A Review Study of the Project)

17

49180251

Submitted
to
Ministry of Education and Culture
and
World Education, Inc. Kathmandu,
Nepal

002.641
S

001295
S

Language Culture Training and Research Centre
(LCRC)

004451

P.O. Box No. 243
Gyaneswar, Kathmandu, Nepal
April 1984

TABLE OF CONTENTS

	<u>PAGE</u>
Preface	i
Executive Summary	ii
List of Tables	vi
List of Charts	vii
Abbreviations used in the Text	viii
 <u>PART:</u>	
I. INTRODUCTION	1
Historical Background	1
Objectives of the Study	3
Procedure of the Study	4
Analysis of Data	7
II. ORGANIZATION AND MANAGEMENT OF THE NFE PROGRAM	8
Selection of Centres	10
Selection of Facilitators	10
Background of the Facilitators	11
Incentives and Logistics Provided to the Facilitators	12
Selection of Participants	13
III. REVIEW OF LITERACY MATERIALS AND INTENDED APPROACHES	15
Content Coverage and Relevance	15
Methodology	17
IV. TRAINING	19
Training of Specialists	19
Training of Supervisors	19
Training of Facilitators	20
V. IMPLEMENTATION OF THE NFE PROGRAM	23
Classroom Observation	23
Relevance of Content and Approaches	25
Effectiveness of the Program	27

	<u>PAGE</u>
Female Participation in the Program	28
Major Problems Mentioned by the Respondents Regarding Implementation of the NFE Program	29
Suggestions for Effective Implementation of the Program	30
VI. COORDINATION BETWEEN THE NFE AND OTHER ADULT EDUCATION PROGRAMS	32
VII. MAJOR FINDINGS	34
VIII. RECOMMENDATIONS	40

APPENDIX:

Questionnaire for District Education Officer
Questionnaire for Supervisor
Questionnaire for Facilitators
Questionnaire for Community Leaders
Questionnaire for NFE Participants

Preface

It is a matter of great pleasure for us to undertake this Review Study of the Nonformal Education Program under contract with the Ministry of Education and Culture and World Education Inc. I sincerely hope that the findings of this study will be helpful in undertaking specific steps towards enhancing the quality and positive impact of the Nonformal Education Program.

Many persons have generously contributed their time and ideas for the successful completion of this study. My sincere thanks go to Dr. David Walker, World Education Resident Advisor, Mr. Narayan Prasad Rajbhandari, Joint Secretary and Mr. D.B. Shrestha, Under Secretary, Ministry of Education and Culture, for their help and encouragement at different phases of the study. Thanks are also due to districts level education officials and supervisors in their respective districts, who helped us in many ways in collecting data.

I would like to mention special thanks to Dr. G.M. Shrestha, Dr. M.M. Shrestha, Dr. Tika Pokhrel, Mr. Surya Bahadur Shrestha, and Mr. S.R. Lamichhane for their consultative assistance at various stages of this study.

Lastly, I would like to express my gratitude to the Ministry of Education and Culture and World Education Inc. for providing this opportunity to LCRC to undertake this study.

We look forward to undertaking many such studies in the future, too.

(Bhoj Raj Marhatta)
Executive Director
Language Culture Training and
Research Centre
(LCRC), Gyaneswar

Executive Summary

This review study of the Non-formal Education Program (NFE) was undertaken with a view to assessing the quality and effectiveness of its literacy materials and methodology, examining the effectiveness of its training procedures, evaluating the possibilities of institutionalizing the project activities in the Ministry of Education, and assessing the strengths and weakness of the program. The NFE program is currently operating in six out of seventy-five districts of the Kingdom and is running its second cycle of classes in the field. The officials of the Ministry of Education, the project personnel, the district education officers, the facilitators, selected adult participants and community leaders of Baglung and Sindhuli districts were interviewed with respect to various aspects of the NFE program. During the collection of Data in the field, NFE classes were also observed.

The major findings of the study are briefly mentioned below.

(a) Quality and Effectiveness of the Literacy Methodology:

1. In general, the methodology adopted is appropriate for accomplishing the program's objectives.
2. During interviews, the DEO's supervisors, facilitators, and the community leaders have elaborated on such positive aspects of the program as relevance of the program contents to the rural life situation and the potential effectiveness of the program in terms of raising consciousness and productivity among the rural populace.
3. The adult participants have expressed their confidence that at the current rate of learning they would attain literacy status at the end of the program.

(b) NFE Materials and Methods:

4. The content coverage of the literacy primers was found, in general, to be consistent with the needs and problems of rural communities.
5. A combined use of different pedagogical techniques, such as demonstration, drill, small group work and games makes NFE classes lively and helps create an atmosphere of mutuality which is essential for participatory activities.
6. Participating adults were found to be quite impressed with the functional content they received under the program and were willing to acquire more information on agriculture, health and family planning.

(c) Training of Specialists, Supervisors and Facilitators:

7. On-the-job training for the specialists and supervisors was found to be appropriate and effective, but this needs to be supplemented by specialized training in their respective areas.
8. The training program organized for the facilitators was found to be very lively and participatory and consistent with the spirit of the NFE project. The facilitators themselves felt, however, that the one-week duration of the training programme was too short.

(d) Interaction between NFE Programme and Functional Literacy Programme:

9. The interaction between the NFE programme and the Functional Literacy Programme was found to be almost negligible.

(e) Institutionalization of the NFE Programme:

10. Given the receptivity on the part of related personnel toward the materials developed under the project as well as the training methodology, it is anticipated that the gradual institutionalization of the NFE programme is a real possibility.

(f) Female Participation:

11. The female participants found the programme attractive and the presence of female facilitators appeared to have a significant effect in increasing women's participation in NFE programme.

(g) Strengths and Weakness of the NFE Project:

12. The observation of selected NFE centres revealed that NFE classes, in general, were very lively, interesting and participatory as visualized in the project document.
13. The establishment of NFE centres and the enrolment in these centres have nearly equalled the targetted numbers.
14. The basic shortfall of the project has been the delay in the production of the last two of the four steps of literacy primers as well as the development of follow-up materials.
15. The major problems encountered in the implementation of the NFE programme are delayed supply of materials, inadequate lighting facilities, inadequate provision of budget as well as delayed release of funds, a lack of clear-cut assignment of responsibility to the district level administration, and above all, the temporary status of project personnel.

On the basis of the major findings of this assessment, the following recommendations are forwarded.

1. It is recommended that top priority be accorded to the production of project materials in time.
2. Concerted efforts should be directed toward further refining and improving literacy materials and training methodology with respect to different topographical and cultural contexts of Nepal.
3. Considering the needs for strengthening the training capability and building a viable formative evaluation mechanism for improving materials and training and supervision procedures, it is recommended that the external technical assistance be continued to successfully complete the development of the NFE programme.
4. In order to enable the specialists, assume leadership roles in the development and management of the NFE programme, it is recommended that proper arrangements be made for the long-term training of the specialists in their respective areas.
5. The logistical prerequisites for the smooth implementation of the NFE programme, such as supply of materials, in time and adequate provision of lighting and of stationary, should be given due consideration.
6. Finally, it is recommended that the NFE programme be launched as an integral part of the regular adult education programme of the Ministry of Education and Culture.

List of Tables

TABLE	<u>PAGE</u>
1. Area of Interview by Constituencies	5
2. Persons Interviewed and NFE Centres Visited	6

List of Charts

PAGE

Central Level Organization Chart

9

Abbreviations Used in the Text

CERID	=	Research Centre for Education Innovation and Development
DEO	=	District Education Officer
MOEC	=	Ministry of Education and Culture
NFE	=	Non-Formal Education

I. INTRODUCTION

Historical Background

One of the major problems of Nepal lies in literating the huge mass of its rural populace. Toward this end, the planners and educationists of Nepal are faced with the challenge of devising a relevant and effective literacy programme in conformity with the needs and realities of people living in rural areas. As a head-start, Nepal began its first literacy programme in 1956. By 1975, within a period of twenty years, about seven hundred thousand adults were made literate. In addition to these quantitative achievements, the direct involvement of various educational institutions and of different social and class organisations was a significant feature in adult education activities during this period. As greater emphasis was given to adult education programmes and with the acquisition of greater experience a number of programmatic changes took place over the years.

At the initial stage of the programme, adult literacy classes of three months' duration were conducted in different parts of the kingdom. Later the duration was increased to six months to make more time available for learning the 3 R's. Further development of the adult education programme took place in the early 1960's. Nine months' duration was allotted to this new programme with course components consisting of six months' literacy training and three months' functional learning. The latter emphasized a variety of needs-based knowledge and of skills related to agriculture, health, home science, and cottage industry.

During the course of the National Education System Plan (1971-76), the adult education programme was made more functional and relevant to the needs of the rural populace. Course contents were made more flexible so that adjustments could be made according to local conditions and on the basis of the needs and convenience of the rural communities. At the same time the adult education programme was given a more non-formal orientation.

In 1977, the Research Centre for Educational Innovation and Development, with funding support from the Ministry of Education, experimented with two types of programmes - a uni-message programme and a multi-message programme - with aims to make them more practical and functional. The uni-message programme consisted of a literacy component plus one important life-related subject area such as health, agriculture, family planning or social reform. The multi-message programme consisted of the literacy component plus more than one of these life-oriented subject areas. The multi-message programme proved to be more effective and fruitful. Since then, the Ministry of Education has been conducting its adult education programme in two forms - 1) a basic literacy programme and 2) a literacy programme coupled with functional education.

In 1978 CERID launched, on behalf of the Ministry of Education and with financial and technical support from World Education/USA, a pilot project on Integrated Non-formal Education. The pilot programme, which lasted 3 years, focused primarily on the development of different types of learning materials, methods, and training techniques, in non-formal education. During the first field cycle these materials and methods were tried out in four selected districts of Nepal and during the second year in nine districts, representing a wide variety of rural settings. During the project period new experiences that were gained and the feedback that came from field activities were used on a continuous basis to modify and improve the programme in content, methods and training of personnel. The materials and participatory approaches proved to be appropriate and effective for helping the participants become literate, self-reliant, and active in their individual lives and have greater confidence in their ability to solve their problems. After the pilot study was completed, the project was handed over to the Ministry of Education for adoption and expansion.

with
S & T
centr
fundi
strong
World Ed
Inc

Since 1981, the materials and methodology have been tested in a wide and representative variety of rural groups and appropriate revisions made accordingly in all aspects of the programme. The first and second cycle of classes, each of six months' duration, were conducted in five and six districts

respectively in the years 1982 and 1983. It is timely, at this stage, to make a general evaluation of what has been achieved during the course of the programmes' operation. It is for this purpose that this study has been undertaken. The aim of this study is therefore to review the activities currently operating under the Non-formal Education Programme (NFEP).

Objectives of the Study

The major purpose of this review study is to make a qualitative assessment of project accomplishments and effectiveness as well as to measure the level of success achieved with regard to the subsidiary aims of the programme, such as building confidence among the participants and raising their level of awareness regarding problems and opportunities in areas such as health, family planning, agriculture, etc. Specifically, the objectives of this study were:

- a. To make an assessment of the quality and effectiveness of the programme's literacy methodology;
- b. To determine whether the materials and methods are appropriate and consistent with the objectives of the programme;
- c. To examine the effectiveness of the selection and training procedures for the central project staff, supervisors and facilitators;
- d. To examine the interaction between the NFE programme and the Ministry's Functional Literacy Programme in order to make recommendations regarding the effective implementation of relevant adult education programmes in rural Nepal;
- e. To assess the possibilities of institutionalizing the project as part of the Ministry's adult education programme and to assess the Ministry's long-range plans for the NFE programme;

- f. To examine the extent to which the programme has been able to enlist the participation of women;
- g. To evaluate the present strengths and weaknesses of the project, by way of improving the programme, in view of the constraints identified in the study; and
- h. To recommend means for integrating the activities of the NFE programme with the Ministry's ongoing adult education activities and to assess the feasibility of expanding it to other parts of the country.

Procedure of the Study

Sindhuli and Baglung were selected as the sites for this study. In both of these districts classes for the first field cycle for adults have been completed and the classes for the second cycle are running.

The basic approach adopted in this review included the following activities:

- a. Analysis of Documents. Project documents such as a project description and periodic progress reports were analyzed with a view to gaining an insight into the progress and achievements made to date. The curriculum, learning materials and teacher's guide were examined with respect to their quality and relevance. An analytical study of related documents also provided clues for interviewing key personnel.
-
- b. Interview with Key Personnel. In order to assess the effectiveness of the programme in operation, interviews were made with related personnel from the policy level down to the implementation and operational level including some selected participants. The foci of interviews were separately determined for each person interviewed according to the nature of his job and the type of his association with the project. The areas of interview by different constituencies are as mentioned in Table 1.

TABLE 1

AREAS OF INTERVIEW BY CONSTITUENCIES

Areas	Policy Level	Programming Level	Implementation Level
1. Project Objectives	x	-	-
2. Institutional Capability	x	x	-
3. Programme Planning and Management	x	x	x
4. Project Personnel	-	x	x
5. Methods and Materials Development	-	x	x
6. Training Project Personnel	x	x	x
7. Programme Content and Effect	-	x	x
8. Effectiveness of Field Level Operation	-	x	x
9. Female Participants	-	-	x
10. Selection of Site and Facilitators	-	-	x
11. Linkage between NFEP and Adult Education Programm	x	x	-
12. Future of the Project	x	x	-
13. Short-comings	x	x	x
14. Suggestions	x	x	x

- c. Field Visits. Members of the research team and field personnel visited both of the districts in order to have an accurate picture of the effectiveness of the programme at the field level. During the field visits questionnaires and interview schedules were administered to collect the reactions and views of participants,

community leaders and related personnel. The field visits undertaken by the members of the research team are outlined in the following table.

TABLE 2
PERSONS INTERVIEWED AND NFE CENTRES VISITED

Districts	NFE Centres	Persons Interviewed
Sindhuli	10	DEO (1)
		Supervisors/Asst. Supervisors (3)
		Facilitators (12)
		District Panchayat Chairman (1)
		Community Leaders (6)
		Participants (53)
Baglung	10	DEO (1)
		Supervisors/Asst. Supervisors (4)
		Facilitators (10)
		District Panchayat Chairman (1)
		Community Leaders (5)
		Participants (50)

Note: Figures in parentheses indicate numbers of persons contacted during the field survey.

In addition, three classes were observed in each district in order to get a deeper insight into the effectiveness of this materials and methods adopted by the facilitators and the level of class participation by the participants. The collection of field data, which was started on 4 March 1984, was completed on 20 March 1984. The required data were collected simultaneously from the two selected districts.

At the central level altogether 15 personnel who were associated with making decisions on policies and on materials production were interviewed. The resident advisor from World Education/USA was also consulted.

Our interviews with related personnel at the centre and in the field were cordial and they led to many valuable observations which helped to broaden our perceptions as well as to increase our understanding of various aspects of the project.

Analysis of Data

An assessment of the literacy approach, materials related to the programme, the participation of women, and progress vis-a-vis stated objectives was based on an analysis of project documents and concerned materials and reports. Interview data were analyzed to get an overall picture of the organization and management of activities at various stages of project implementation, training of project personnel, the relevance and effectiveness of NFEP in meeting its stated learning objectives, coordination between NFEP and functional adult education, problems encountered during operation and possibilities of future extension/integration and institutionalisation of the project. The assessment of literacy primers and the teacher's guide was based on the data collected from three sources: documents, interviews and class observation.

II. ORGANIZATION AND MANAGEMENT OF THE NFE PROGRAMME

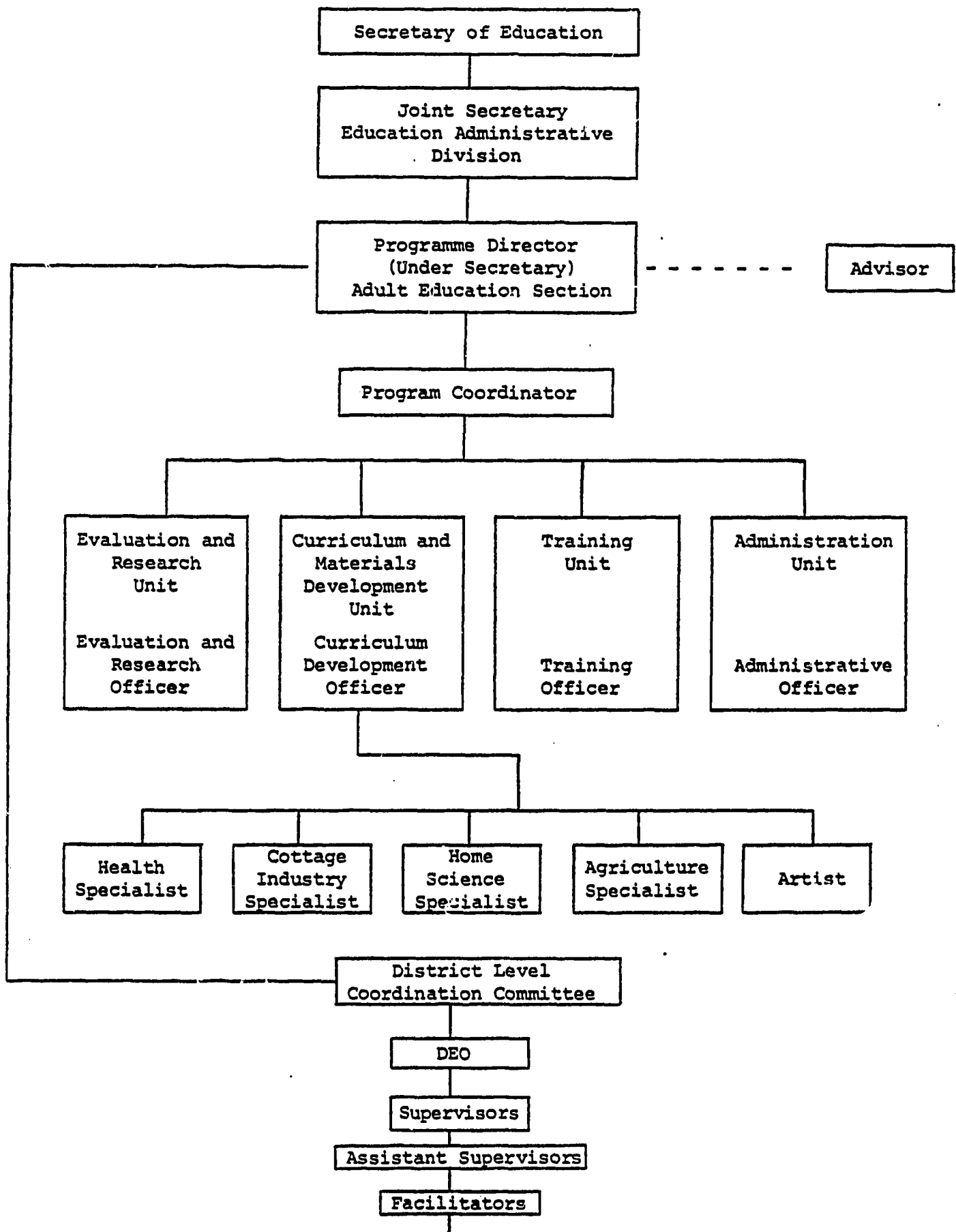
The NFE Programme is run by the Adult Education Section of the Ministry of Education and Culture. The chief of the section is an Under-Secretary who works in this programme as Programme Director on a part-time basis. Overall responsibility of the programme lies with him.

The Programme Director is responsible for the formulation of the policies, development of teaching materials and preparation of various other things required for the programme. He is assisted in matters of administrative concern at the centre by a project co-ordinator, who is a gazetted third class officer. Under the co-ordinator there are four main sections (See Organization Chart) known as research and evaluation, material development, training and administration. Each section, except for the material development section, has one gazetted third class officer. The head of the administration section is the project co-ordinator himself. The material development section on the other hand has five gazetted class officers, each being a specialist in the areas of health, home science, cottage industries, agriculture and graphic arts. It is their function to develop relevant materials in their respective subject areas.

Provision has also been made for the services of a resident advisor from World Education/USA for professional guidance in matters of materials development and of providing training to the personnel working in the various sections at the centre.

At the district level, there are the supervisors and the assistant supervisors who work closely with the District Education Officers (DEO) who are in charge of the educational sector in each particular district. The supervisors and assistant supervisors are responsible for implementation of the programme at the district level. In consultation with the District Education Officer, they select the centres for conducting the programmes, appoint and train the facilitators, provide reading and other learning materials and supervise the centres. But because the DEO is the chief of the education section of the district, the supervisors can not take decisions independently on any of these matters without his prior consent.

CENTRAL LEVEL ORGANIZATIONAL CHART



Selection of Centres

Last year (1982/83) a total of 50 classes were run each in Baglung and in Sindhuli and in selecting them, primary consideration was given to geographical distribution. In the first year of its operation in these districts, criteria required for careful selection could not be strictly followed. In this current year, however, greater care has been taken to ensure better selection on the basis of the last year's experience and a total of 80 centres in each district have been put into operation. They have been selected on the basis of not only geographical but also ethnic considerations. As it stands, most of the centres are set up in areas where the size of the lower caste population is high.

For selecting the centres, a committee under the chairmanship of the District Panchayat Chairman has been constituted in each district with the DEO and the supervisors as members. This Committee makes the final decision in the matter of selecting the centres. However, in some districts this Committee was not very active and the actual decision was made by the DEO in consultation with the supervisors. In Baglung the DEO himself made the final selection of NFE centres. Consultation with the local people in such matters has been found to be infrequent.

When they were asked to comment on the system of selecting NFE centres, the community leaders expressed the view that the centres should be selected in consultation with the local people and that in the process of selecting the centres, it is important that the density of population in a particular area, the availability of space and the security conditions are also taken into consideration.

Selection of Facilitators

Facilitators are largely selected from among the primary school teachers. Cases of non-teachers selected as facilitators are very few. For example, in the current programme cycle, the numbers of non-teachers employed as facilitators are only 10 in Baglung and 8 in Myagdi out of a

total of 80 facilitators in each district. The practice of selecting facilitators from among the participants themselves has not yet been followed though a suggestion to this effect is made in the working document of the programme. The number of women facilitators on the other hand is high enough to be encouraging. There are 12 women facilitators in Baglung and 20 in Myagdi in the present cycle, representing 12% and 25% of the facilitators in these two districts respectively.

In the selection of facilitators, priority has been given to local residents and also to those with good records of performance on previous occasions. Those who are not local residents and who did not perform satisfactorily in the earlier cycle were not hired again. However, no specific criterion has been followed in the selection procedure. In some cases, the selection has been made on the basis of the recommendation made by the concerned Village Panchayat or the school headmaster and in others on the basis of the recommendation of some locally influential individuals. In many cases, the facilitators are selected at the discretion of the DEO. In the process of the selection no such things as inviting applications, or discussing the matter with the village people are done. Thus, some of the facilitators, particularly those who have been directly appointed by the DEO, have had to face an awkward situation while running the centres in the village because the fellow-teachers in the local school and the village elite are found to have shown an in-different attitude towards them.* In general, however, the facilitators appear to be enthusiastic about the operation of the programme in their respective areas and have an adequate sense of confidence in their ability to run it.

Background of the Facilitators

The facilitators, who in most cases are already school teachers have at least eight years of schooling plus the normal training that comes with their job. Their teaching experience varied from 2 to 26 years. Only a

* This attitude became clearly perceptible in course of discussions made with a group of senior facilitators, and a few fellow-teachers and village elite in Baglung.

few of them, who do not happen to be school teachers, do not have this level of education and experience. Nonetheless all of the facilitators were found to have had schooling up to at least the sixth grade.

These facilitators are mostly local people and as such they are well acquainted with rural conditions. They belong to different ethnic groups and many of them fall within the young age group.

Incentives and Logistics Provided to the Facilitators

Each facilitator is paid Rs. 125 per month during the six months' programme cycle. While undergoing training they are given per diem allowance of Rs. 25 for the days they attended the training course. Travelling allowance and daily allowance for the days taken to travel to and from the training site are not paid, which has required the facilitators based in distant places to bear the travelling costs themselves. The facilitators do not get reimbursed for the transportation cost involved in carrying the materials from the district headquarters to the centres and back. The arrangement made in this respect is that they have to collect the materials (books, blackboards, lanterns, etc.) from the district headquarters before going to the centre and return the durable items to the same place after the completion of the class cycle. The facilitators are naturally unhappy about this. Their contention is that travelling allowance and the cost for transporting materials should be provided to them. Further they are not satisfied with the amount of per diem given to them. They claim that the 25 rupees per diem they get is too small an amount, at least in places like Baglung and Myagdi where one meal which does not include meat costs nine rupees.

In addition, the facilitators from the previous class cycle have complained about the undue delay in receiving their monthly remuneration. Their remunerations are brought to them personally by the supervisors when they come round during their field visits. But the supervisors normally do not pay monthly visits so that the facilitators themselves have to go to the district head-

quarters to collect their remunerations from the DEO's office. This is often an exasperating and time-consuming task. Some of the facilitators have expressed their grievances that they were able to receive the full amount of their remuneration for the last cycle only with considerable difficulty. Such cases are especially numerous in Baglung.

Besides these personal incentives, each facilitator is provided with the following materials for use in the centre:

<u>Materials</u>	<u>Unit/Value</u>
Book I (Nayan Goreto)	40 copies
Pencil	40
Copy	40
Chalk	1 packet
Blackboard	1
Poster (Flip Chart)	1 set
Letter Cards	
Lantern	4
Expenses for Kerosene	100 rupees/month

Of all these materials, the lanterns however posed a common problem. Every facilitator complained that the lanterns provided were not in good condition. Besides the four lanterns that each centre is supplied with are not enough to provide light for 40 participants. Similarly they said that the budget allotted for kerosene is insufficient, especially in remote areas where the price for kerosene is almost double the cost in town area.

Selection of Participants

According to the survey made in connection with this study, the participants in the NFE programme were selected mostly from among the illiterate people who are in the age group of 16 or above. In a few cases however, literate ones and those in the age group of below 16 were also taken in. In either case the participants were the ones who could not go to school in the day time.

The selection of participants was made with priority given mostly to the poorer people. No discrimination on the ground of sex or caste was made in this respect, and, indeed, the classes show a diverse mix of participants. Furthermore, no prejudice or discriminatory feeling was found among the participants. Classroom observation revealed discussions taking place freely and in an uninhibited manner among the participants, no matter what caste or sex they belonged to.

Participation in the programme by females from the lower caste people is fairly high and it is often higher when the facilitator is a woman herself. On an average, female participation accounts for about 40 percent of the total participants in the two districts, Baglung and Sindhuli, covered under the study. Even the daughters-in-law and the housewives who are in their early forties are found to be participating in the programme.

III. REVIEW OF LITERACY MATERIALS AND INTENDED APPROACHES

In this section, an assessment is made of the literacy materials of the programme and the approaches followed with respect to their content coverage and relevance and the degree to which the methodology fosters the learners' participation. The Non-formal Education Programme had proposed to develop a full set of learning materials consisting of four steps. Of these, two primers (Steps I & II) and one Teacher's Guide have been so far produced. This assessment is based on the materials that have been produced and are being used for the programme.

Content Coverage and Relevance

On the basis of the pilot project and field testing of the literacy materials, this project planned to prepare twenty-six lessons that contained key words which are commonly used and topics that would enable adult learners to identify their problems, to analyze their situations and to base their discussions on areas of interest such as personal hygiene, family planning and sanitation. In addition, special attention was given to the introduction of selected letters and key words that would offer a greater variety of possibilities for recombination and for construction of new meaningful words. For example, the first lesson starts with a simple word काम (kam/work) which consists of two consonants in combination with two vowel forms. The same case is with lesson two, which introduces the key word पानी (pani/water). After these two lessons are completed, the learner will have a repertoire of twelve syllables. Thus, as the literacy lessons go on the possibilities for forming and reading more new words and letters expand rapidly. Gradually it becomes possible for the learner to read passages. Reading passages are used to practise word recognition and reading comprehension. Adequate practice for word recognition, drill, reading and writing is provided in each lesson. The learning content is spread over several pages to give more practice. It is also worthwhile to note that ample drill and some intermediary steps are presented before proceeding to the reading passages, such as starting with two and three word phrases passing on to building sentences. This is a good approach for beginners because it helps them to feel comfortable learning new sentence structures.

Since thematic pictures, skits and mini-stories make learning interesting and aid in retention as well, the primer is copiously illustrated with posters, serialized dramatic stories, and comics. If these pictorial materials are properly used, they will not only create interest and curiosity, provide useful information, stimulate the imagination and act as a source of motivation, but they will also provide a stimulus for both acquiring and retaining literacy skills. Further, these illustrations are effectively associated with key words that help to promote critical thinking and practical learning as well as the acquisition of literacy skills. In this way the pictures help to accomplish the subsidiary objectives of the programme, such as bringing about a new sense of awareness on the part of the participants regarding problems related to family planning, health, agricultural practices and environmental protection. For example, the theme of the poster illustrating the keyword "Poverty" is presented by depicting family planning issues, and the discussion about a poster on "landslide" is directed toward environmental protection. Thus, the subject matter and problems contained in the primer are quite relevant to local conditions.

On the whole, the literacy materials developed under the project seem to be effective in terms of illustrations, keywords, the language and the format of the text, the pace at which new materials are introduced, the forms in which drills and practice in reading and writing are given, adequacy of the content coverage and appropriateness for the purpose of non-formal education and meeting the subsidiary objectives of the programme. Nevertheless, the literacy materials so far developed appear to be targetted to the rural populace of the hilly region. They should be diversified according to regional requirements if they are to be widely used. For example, the keyword गठाला (gothalo/shepherd) is not commonly used in the Terai region. In this regard, the literacy materials need some modification in order to incorporate appropriate and suitable words and concepts for the Terai districts.

Regarding the numeracy approach presented in the primer, the concept, presentation and sequence of topics are well-organized and are systematic.

Nevertheless, the pace of introducing addition and subtraction seems to be fast. Drill and practice with counting and recognizing and writing numerals seem to be inadequate.

As it was planned to develop the literacy primer in the form of four books for a period of six months, a duration of six weeks is allotted for each book. Considering the volume of the second step, which is about double the size of the first step, as well as the advanced topics in terms of level of difficulty, it may be difficult for the participants to cover this part of the literacy text within the specified time period allocated. Further, it is not yet known how voluminous the third and fourth steps will be, because these two steps are still being developed. Due consideration should be given to the amount of material introduced in each step and the time allocated to cover it.

The facilitator's guidebook developed for Step I deals with the concept of non-formal education, classroom organization, techniques of group discussion, questioning skills, rules for conducting various games, and the different techniques for using the instructional materials and supplementary materials (posters, syllable cards, etc.). In addition, daily lesson plans for the complete volume (i.e. Step I) are presented with illustrations, where necessary. The objectives, facilitators' and participants' activities, use of materials needed and allotment of time for different topics are specifically mentioned for each lesson of the literacy text. As such, this guide helps the facilitators conduct non-formal education classes effectively and successfully. However, the fact that the lesson plans are difficult to understand diminishes the effectiveness or usefulness of the book. So, it is important that this part be improved in the next edition.

Methodology

A commonly accepted notion is that education for adults should differ from that for children, not only in content but also in method. Adult-learners are to some extent capable of absorbing and retaining information

more quickly, of making judgements and thinking critically, and of exploring new ideas. So, the method of non-formal education should itself lead to stimulating discussion and creating consciousness so that the learners start looking critically at their own problems and at their social situations and take steps towards improving them.

In consistence with the goals of the programme, the participatory approach, which is a combination of analytic, synthetic, creative and didactic methods, is used in conducting NFE classes. This approach helps to sustain participants' curiosity and interest, to build confidence in their ability to express themselves, and to promote critical awareness and thinking. The literacy materials and teacher's guidebook have been developed on the basis of this participatory approach. The evaluation team feels that this method, along with the related materials (i.e. primers, posters, comics, games, letter cards, etc.), is effective in helping participants increase their self confidence, in enabling them to articulate their felt needs, in giving them opportunities to create a new reality in their life style, and in developing an outlook which is essential for development. In general, the evaluation feel that the methodology adopted is appropriate for accomplishing the programme's objectives.

IV. TRAINING

Training is one of the components of the NFE programme that distinguishes it from many other literacy programmes that are in operation in the country. Training has been given a high priority in this programme and it has been systematically organized for project personnel at all levels from specialists to facilitators.

Training of Specialists

The NFE specialists, when they were first appointed, were either fresh graduates or they had experience in some other fields. These specialists have been given short-term training varying from one to four weeks on how to develop materials for the NFE programme. They were given training both inside and outside the country. While they were given training inside the country, a method of "learning by doing" was adopted. In this method the specialists were asked to develop drafts of materials and test them in the field. In the course of testing the materials, the specialists themselves conducted the classes which were followed by discussions. During this process they were given proper guidance by the training officers including the resident advisor for the project from World Education/USA.

This method of training has helped the specialists a great deal in the task of developing the teaching materials, and as a consequence, the materials thus developed have turned out to be relevant for their intended purpose. However all the specialists are of the opinion that the training they received was not adequate and that they should have frequent training to brush up their knowledge and skill and to be acquainted with the latest know-how that can help them do their job in a more effective manner.

Training of Supervisors

The supervisors and the assistant supervisors were given a week's training in the Ministry of Education before they were sent out to their field sites. In this training course they were given a broad exposure to the NFE programme and its management. In addition, they were later given

training at a village field site for about 6 weeks during which the main emphasis was devoted to the participatory methodology. This was important because these supervisors were in turn responsible for providing training to the facilitators in the districts.

This latter training was found to be more relevant because it contributed substantially to the operation of the training programmes in the districts. It helped the supervisors gain confidence in their ability to do a better job and it helped them to acquire some useful training skills. The research team who observed the training of facilitators in the districts was impressed with the overall performance. However, when the supervisors have to deal with the new content introduced in the second, third and fourth books they may need further training on these materials. At this stage only the first step of the materials has been introduced and it is only this step that they have been trained to teach.

Training of Facilitators

In each cycle the facilitators are given training in a group before starting classes. The duration of the training is 8 days and the training programme covers up to 8 lessons of the NFE package (which contain a total of 26 lessons), the remaining lessons were not covered in the training programme. Hence the facilitators who had already completed training in the earlier cycle and were reselected for the current cycle were given training on the same lessons on a par with their new fellow-facilitators. For them this was repetition and not much of practical value.

Nevertheless, the training programme observed by this evaluation team was impressive and the way it was conducted certainly helped the facilitators to enhance their own ability and develop skills for providing training to their participants. It was based on a participatory method in which the whole thrust was given to practical exercises.

Under this approach, the trainees are given every day a new problem which is encoded in a poster. They are asked to observe the poster and discuss in small groups the various subjects that are shown in it. Each group selects a leader.

When the small group discussion is over, after about half an hour, each group leader is asked to come to the front and present the findings of the group discussion in detail. If anything is missed, he or she is assisted in this process of presentation by the other group members. The group discussion is followed by the display of the letter cards which are used to make a key word related to the subject discussed. In this process of displaying the cards, each group leaders in turn plays the role of facilitator while the members of the groups act as participants.

The group leader arranges the letter cards in order and asks members of the group to read them out loud. He continues until the members read the letters correctly. In the meantime he changes the sequence of the letter cards frequently and tries to make sure that the group members have actually learned the given letters. In this way he separates the groups into fast-learners and slow-learners. For the latter group, the process of displaying the letter cards continues until all the members learn them properly. But the displaying of the letter cards is not only done by the one who plays the role of the facilitator. He asks one of the members of the fast-learning group to come to the front and teach the letters to the group.

After this exercise is completed, a game is played with letter cards. In this game, each group of trainees is given a packet of letter cards. They put all the cards face down on the desk one by one they select two cards and try to form words. Those who can form word in this way note them down in their note-books, meanwhile the others have a try. At the end, when all the cards are finished, the winner is declared on the basis of the highest score. Games such as this are included in all the lessons given in Step One of the text 'Naya Goreto'.

During the whole process of this exercise the supervisors who are present will merely guide the trainees and help them to make use of the guidelines given in the guidebook. They do not make any impositions on the trainees, but on the contrary, they observe and give help when the trainees feel confused or deviate from the intended purpose of the activities. The supervisors simply open the session, explain the details of the day's session and leave it to the trainees to carry out the activities. However, at the end of each activity they summarise the main points and often raise problems for the trainees. Here again they try to get the trainees themselves to discuss the solutions to the problems.

On the whole, the training methodology followed is good. It has helped extensively to enhance the classroom skills of the facilitators and internalize them in an easy manner. Both the supervisors and the facilitators seem happy in this respect. When asked about the training activity in general, both of these groups expressed satisfaction.

V. IMPLEMENTATION OF THE NFE PROGRAMME

This portion presents a qualitative description of the findings obtained from two districts, Sindhuli and Baglung. In these two districts the DEO's, 7 supervisors, 22 facilitators, 11 community leaders and 103 adult participants were interviewed and their views collected on the effectiveness of the Non-formal Education Programme. Among these interviewees there were 10 facilitators, and 46 adult-participants from the previous programme period which was implemented in 1982/83. Besides interviewing related persons, classroom observations were also made.

Classroom Observation

Classroom observations were made to obtain information on how the facilitators were teaching or dealing with the adult participants in the NFE programme. Attempts were made to find out whether they were using the new techniques of conducting adult classes according to the procedures agreed upon in their training programme and prescribed in the guidebook. Altogether 6 classroom observations were made in two districts (3 in each district). The classroom observations focussed on the presentation of lessons, methods adopted, materials used, participation of adults and the general impressions of the observer. In the classrooms that were observed, the facilitators were found to be competent in dealing with the participants, in encouraging participants to discuss, in forming groups and in using relevant materials which they had been given. All the facilitators whose classes were observed were therefore found to have been conducting NFE centres successfully.

A typical NFE class in a rural setting is presented here as a model.

The NFE class began with the national anthem. The facilitator oriented the participating adults by referring to the previous lesson. She introduced some new letters and words with the use of letter cards. Reading and writing practice was given in an appropriate manner. The lesson presentation was sequential and effective.

While teaching in the classroom the facilitator spelled out the key words with the use of nail cards. She asked participants to read after her. She also taught writing letters and words. Questions were asked from time to time. Participants were asked to write letters and words on the black board. It was also seen that some of the participants were using slates for writing on. If some participants made mistakes in writing corrections were immediately made with the help of other participants. Spelling also was given attention while reading and writing.

For picture discussion the participating adults were divided into small groups of two. Each group was asked to study the illustration in their primer and discuss what they saw. Each group member was given a chance to express what he saw in the picture. The facilitator helped those who were having difficulty.

The participation of the adults in class was active. They were allowed to ask questions and discuss. Participation was encouraged by the facilitator.

This indicated to the observers that the facilitator strictly followed the procedure outlined in the guidebook while teaching. The facilitator as well as the participants were found to show keen interest in the programme.

Female participation was encouraging and about 35 percent of the class were women.

Though the class was impressive and effectively conducted there were some difficulties in implementation. The lighting facility in the class was not sufficient. All of the four lanterns were not working properly.

The letter cards shown in the class were small in size, so that they were not distinctly visible from the last row.

Many similarities were found in the conduct of classes and in teaching methods in both of the sample districts.

Relevance of Content and Approaches

Views were taken on the relevance of the content and approaches of the NFE programme from community leaders, supervisors, facilitators and participants. Besides literacy, the following five functional aspects of the NFE programme were examined.

- a. Family Planning,
- b. Health Education,
- c. Agricultural Practices,
- d. Environmental Education, and
- e. Social Interaction.

Community Leaders. Almost all the community leaders expressed the view that the contents given in the programme are related to the needs and interests of the participants. They felt that the participants were learning to read and write. For example, they reported to have observed some participants doing private study at home. About 40% of the community people opined that people especially from the disadvantaged groups e.g., Sarki, Kasahi, Kami and Tamang are benefitting from the NFE programme. They learn to read and write quickly in comparison to other participants. They use the floor, or a big stone to write on when they go out for cattle grazing and collection of fuel. This was an unmistakable indication of their keen interest in what they had learned in the programme the previous night..

The community leaders did not have a clear impression of the functional content of the programme and expressed the opinion that emphasis should be laid on temporary measures in family planning, sanitation, cleanliness in health education, use of improved seed, practice of modern techniques in agriculture, forest preservation, cooperation in environmental education, changing conservative ideas and raising the level of awareness among the village participants. These, in fact, are some of the functional areas included in the programme.

Supervisors. The NFE supervisors observed that the course content of the programme is useful in raising awareness among adult participants, especially in functional aspects. Seventy-five percent of them opined that the functional contents given are moderately relevant. Twenty-five percent of them were of the view that they were relevant to a great extent. They also expressed the opinion that most of the facilitators are practising the new techniques of teaching in which they were given orientation in the training programme and that only a few facilitators use their own techniques. The methods prescribed in the guidebook are appropriate and effective in handling adult participants and conducting classes.

Facilitators. Almost all the facilitators were of the view that the content and subjects of the NFE programme are relevant to the needs and interests of the participants. They also mentioned that most of the participants prefer reading and writing and agriculture as the main subjects for the programme. The facilitators also are in favour of giving emphasis to literacy and agriculture in the programme.

A majority of the facilitators said that they motivated the village people to participate in the programme by pointing out the importance of education.

Participants. Participating adults said that they were inspired mostly by teachers and parents to join the programme. According to them, the content and subjects given in the programme are relevant and interesting. Almost all participants were of the opinion that the methods are effective. A majority of them were able to read and write the letters and words taught in class. They were also interested in the functional aspects, especially health education, agriculture and family planning. They mentioned that the materials used so far were simple and within their level of understanding. Almost all participants found that the various classroom activities were helpful and effective.

Effectiveness of the Programme

Programme effectiveness was considered on the basis of changes of behaviour taking place among the participants, use of skills in their day-to-day work, interest in the programme, confidence developed in problem-solving, helping each other, and the development of new attitudes towards social and voluntary work for the development of society. Views were sought from the same four groups of respondents.

Community leaders. Almost all community leaders were of the opinion that the NFE programme was very helpful in raising the level of awareness of the participants with respect to sanitation, family planning and environmental protection, and in developing their confidence as individuals. They also believed that participants have in many ways changed their behavioural pattern and used their new knowledge and skills in their day-to-day work. (e.g. health care, cleanliness, etc.) About 40% of the community people who were contacted opined that it is mostly the poor people who work for others that were more interested in the programme. Similarly they felt that people from disadvantaged groups also had shown great interest in the programme and they were doing better than other participants especially in reading and writing.

Supervisors. A majority of the supervisors opined that changes have been observed in participants' life style and participants are interested more in reading and writing than in other aspects of the programme.

Facilitators. According to NFE facilitators, the programme is perceived by community members to be relevant and effective. Most of the facilitators were of the opinion that the participating adults were using their skills in solving their domestic problems, such as reading and writing letter and keeping the household clean. A few of them could not speculate on the programme's effectiveness because it had only recently started. They were hopeful, however, that the participants would gain some useful skills in the future. In the area of functional content,

some of the facilitators expressed their satisfaction with the way the programme raised awareness, developed knowledge and skills and developed confidence in the participants.

Participants. According to the views expressed by participating adults, the programme activities were very helpful for them. One indication of this is that they discuss the importance of the programme with their neighbours. They felt the programme has helped them in solving their domestic problems. The majority of participants mentioned that they used skills learned in class in their daily lives. In the case of Baglung district, 50 percent of the participants mentioned that the programme was not as helpful in solving their problems as they had expected and that they had not learned any new skills.

Female Participation in the Programme

Female participation is an important aspect of the NFE programme. Therefore, attempts are being made to increase the number of female participants in the classes. Quite a number of the community people suggested that making provision for female facilitators would help to increase the number of female participants. They also stated that those female participants who were participating in this programme had changed their behaviours and shown positive interest in the programme. The major changes, according to the community leaders were in the areas of developing self-confidence, understanding the importance of education, and cleanliness.

According to the opinion of the supervisors, the provision of female facilitators and female-oriented activities should be provided in the programme to facilitate and increase female participation.

Views collected from NFE facilitators testify to the positive influence of the programme on increasing female participation. Almost all facilitators expressed the view that the programme has given great inspiration to the females who take part in the programme.

Major Problems Mentioned by the Respondents Regarding Implementation of the NFE Programme:

Late Supply of Materials. A majority of related personnel - DEO's, supervisors, facilitators, participants and community leaders - expressed their opinion that they did not receive the required materials in time. As the District Education office itself received the materials late it was natural for the programme centres not to get the materials in time. This factor led to delays in conducting classes. All categories of respondents emphasized the need for making the complete set of materials available at the start of the class cycle.

Delayed Release of Funds. The budget required for conducting the programme in the field was not released in time. Therefore, the remuneration to the facilitators and stationary expenses could not be paid in time. This problem was mentioned by the DEO offices and the supervisors. It was also mentioned in one of the DEO offices that money which was borrowed from other sources had not been reimbursed yet. Most of the participants also stated that they were having problems due to lack of stationery.

Insufficient Lighting Facility. Each centre is supplied with 4 lanterns. Most of the related persons were of the view that the lanterns were not in good working condition and they could not be used on a regular bases. The lanterns were not enough to supply proper light to the whole room.

Short Programme Duration. The programme duration was felt to be too short to cover all the areas specified in the curriculum. Many related personnel indicated the need to extend the duration of the programme period.

Shortage of Budget. The allotted budget was not sufficient to cover the requirements of the programme. The amount allocated for buying fuel for the lamps was not enough. There was no provision for the transportation of materials from the district office to the programme centres.

Low Remuneration of Facilitators. The remuneration so far given to the facilitators was not satisfactory according to related personnel.

Shortage of Supervisors. The area to be covered by each supervisor is extensive. Respondents felt that to cover all the centres conducted in the district more supervisors need to be employed.

Delay in Conducting Classes. A majority of supervisors and the two DEO's responded that the classes were not started early enough in the year. Classes should preferably begin in the month of Mansir (November/December).

Inadequate Facilities for Supervisors. The supervisors have to cover a wide area in order to supervise all the centres assigned to them. The field allowance they are entitled to was considered to be insufficient considering the volume of their work. It is important that they should be given adequate T.A. & D.A.

Two major problems related to project implementation were expressed by central project personnel and are mentioned below.

Lack of Permanent Staff. As all project staff are employed on a temporary basis they do not see the programme as a long term commitment. This has adversely affected the spirit and the efforts of the project staff. The commitment and leadership required for the project are unlikely to come from a temporary staff.

Lengthy Administrative Process and Delay in Release of Funds. The lengthy process of finalizing decisions and the delay in the release and distribution of funds have adversely affected the timely execution of project activities.

Suggestions for Effective Implementation of the Programme

District Education Officers, community leaders, supervisors, facilitators and participants made the following suggestions for improving the programme.

1. The DEO's have suggested that the entire management of the NFE programme should be left to the District Education Office whereas the supervisors are of opinion that a separate arrangement be made to facilitate smooth and successful implementation of the programme.
2. The DEO's felt that while selecting facilitators for the NFE programme, preference should be given to school teachers.
3. Provision should be made for rewarding very efficient facilitators, supervisors, and participants.
4. The duration of training for the facilitators should be extended up to 15 days. The facilitators had just one week of training and are in favour of additional training within the programme cycle.
5. Supervision should also be made from the central level to monitor and facilitate smooth implementation of the programme.

Suggestions of the evaluation teams for improving the implementation of the programmes are given in Section VIII of this report.

VI. COORDINATION BETWEEN THE NFE AND OTHER ADULT EDUCATION PROGRAMMES

The older adult education programme, called the functional Literacy Programme, which is being implemented by the Ministry of Education and Culture and by various other agencies such as the Agricultural Development Bank and the Integrated Rural Development Projects, is conducted in two forms: one is directed entirely to the literacy component and the other adds various functional aspects. The NFE programme also combines both literacy and functional components. In addition to reading, writing and numeracy it gives emphasis to bringing about changes in attitudes and awareness regarding problems that affect the daily lives of the people, and it also lays emphasis on helping the people become more confident, independent and active in their individual lives. In the NFE programme, the literacy and functional aspects are seen as complimentary.

In order to reach its objectives the NFE programme has developed a variety of learning materials and techniques which have helped to a great extent to engage the participants in taking the responsibility for their own learning. The NFE programme has also helped to train and has provided materials to various other adult education programmes operated by different agencies. For example, UNICEF, the American Peace Corps, the National Commission on Population, The Manichur Community Development Project and the Koshi Hill Area Development Project (KHARDEP) are using these methods and materials in some of their programmes. Through a Peace Corps Programme two classes are also being run in Rapti Zone. The NFE programme has shown itself to be ready to provide training and materials to various organizations that are running adult education classes.

Administratively all the above mentioned programmes have been operated separately by the concerned agencies without any link to one another. All of them have their own systems and procedures. But in the case of MOEC's programmes, the NFE and other adult education programmes have operated under the same rules and regulations of the Ministry and have some links at least to that extent. It is the Ministry's new thinking that the older functional

literacy programme should be gradually phased out and replaced by the new NFE programme. The four steps of the literacy primer which are being developed under the NFE programme would become the Ministry's new basic literacy course. It is the Ministry's hope that this basic course can be designed to run for four months (one month for each book). After completing the basic course some classes would continue meeting for an additional two months to study certain functional subjects. The Ministry hopes that the functional materials now being used can be revised to reflect the participatory learning methodology developed for the four steps of the NFE programme.

MAJOR FINDINGS

The major findings of this review study vis-a-vis the objectives stated in page 3 and 4 of this report are mentioned below:

a. Quality & Effectiveness of the Literacy Methodology:

1. The key-word approach, as adopted in the literacy primer, interspersed with lots of materials for practicing the letters introduced in the key words, was found to be effective for promoting recognition and reading of letters and words by the adult participants.
2. The thematic pictures which introduce the key words and depict rural life situations are effective in sustaining the interest and active participation of adult learners.
3. The adult participants expressed their confidence that at the current rate of learning they would attain literacy status by the end of the programme.
4. Participating adults as well as community leaders observed that the NFP programme has been effective in raising the level of awareness of the adult participants with regard to problems that are important in their daily lives.
5. During interviews, the DEO's, supervisors, facilitators, and the community leaders elaborated on several positive aspects of the programme such as the relevance of the programme contents to the rural life situation and the potential effectiveness of the programme in terms of promoting consciousness and productivity among the rural populace.
6. In sum, the methodology adopted was found to be appropriate for accomplishing the programme's objectives.

b. NFE Materials and Methods

7. The content coverage of the literacy primers was found, in general, to be consistent with the needs and problems of rural communities.
8. The delayed introduction of arithmetic in the literacy primers is justified, considering the fact that the initial acquisition of language skills would facilitate speedy learning of numeracy at a later stage. Only a small portion of the numeracy component has been included in steps I and II.
9. On the whole, the literacy primers (Step I - IV) assuming that Steps III and IV will be of similar or better quality as Steps I and II, are considered appropriate for promoting a desirable proficiency level of literacy achievement by adult participants.
10. As the instructions given in the Teachers' Guide are clear and systematic, it has been found to be effectively used by the facilitators in conducting NFE classes.
11. A combined use of different pedagogical techniques such as demonstration, drill, small group work and games makes NFE classes lively and helps create an atmosphere of mutuality which is essential for participatory activities.
12. The dialogues and mini-stories that are incorporated in the lessons have helped sustain adult participants' interest in class activities.
13. Participating adults were found to be quite impressed with the functional content they received in the programme and were willing to acquire more information on agriculture, health and family planning.

c. Training of Specialists, Supervisors and Facilitators:

14. On-the-job training for the specialists and supervisors was found to be appropriate and effective, but this needs to be supplemented by specialized training in their respective areas.
15. The training programme organized for the facilitators was found to be very lively and participatory and consistent with the spirit of the NFE project.
16. The facilitators themselves felt, however, that the one-week duration of the training programme was too short.
17. The methods adopted in the facilitator training programmes were found to be very interesting and effective.
18. The effectiveness of the facilitators' training programme was reflected also in the facilitators' implementing participatory approaches in the NFE classes.

d. Interaction between the NFE programme and the Functional Literacy Programme:

19. The interaction between the NFE programme and the Functional Literacy Programme was found to be almost negligible. However, it was expressed by the related officials that the Functional Literacy Programme would be gradually phased out and the NFE programme would be gradually institutionalized and expanded, if the latter proved to be viable and effective.

e. Institutionalization of the NFE Programme:

20. During interviews, the policy personnel and the central level administrators have expressed deep concern and commitment toward institutionalizing practical and useful features of the NFE

project. Given the receptivity on the part of related personnel toward the materials developed under the project as well as the training methodology, it is anticipated that the gradual institutionalization of the NFE programme is a real possibility provided a strong cadre of professional staff at the centre could work out a training and supervisory mechanism as well as a cost-efficient logistical mechanism for wider implementation of the programme.

21. Currently, the project is manned by a team of specialists as visualized in the project design. However, they are not yet permanent and have not received intensive specialized training in their respective areas.

f. Female Participation:

22. The female participants found the NFE programme attractive and the presence of a female facilitator appeared to have a significant effect in increasing women's participation in NFE programme.
23. In the 1983 class cycle, about 48% of the total participants in the NFE programme were females.

g. Strengths and Weakness of the NFE Project:

24. The observation of selected NFE centres revealed that NFE classes, in general, were very lively, interesting and participatory as visualized in the project document.
25. Most participants were found to have taken keen interest in the programme. They actively participated in and enjoyed the activities of the NFEP classes.

26. The fact that some NFE centres have been run in private houses is an unmistakable sign of the local community's interest in the programme and is an indication of potential community contribution toward the success of the programme.
27. The establishment of NFE centres and the enrollment in these centres have nearly equalled the targeted numbers.
28. The basic shortfall of the project has been the delay in the production of the last two of the four steps of literacy primers as well as the development of follow-up materials.
29. There are frequent complaints about the fact that the supply of literacy materials has been late, thus causing delay in starting NFE classes. In some centres, writing materials for adults were not supplied in time.
30. In almost all centres observed during the study, the provision of light was found to be inadequate. This inadequate lighting facility has an adverse effect on the implementation of the NFE programme.
31. Although the amount of Rs. 125 given to the facilitator as remunerations per month seems to be reasonable enough, almost all facilitators have expressed their demands for higher remuneration and better facilities during the training programme.
32. The delayed release of funds has adversely affected programme implementation, particularly the payment of remuneration to the facilitators on time and the procurement of necessary stationary for the programme.
33. The allotted budget was found to be insufficient to cover the requirements of the programme such as buying fuel for the lamps.

34. There was no provision for the transportation of materials from the district office to the programme centres.
35. It has been found that there is no clear-cut assignment of responsibility for the program to the district level administration.
36. Supervision of NFE classes was found to be infrequent due to the lack of an adequate number of supervisors. Considering the scattered location of NFE centres, the ratio of one supervisor to twenty centres appeared to be inadequate.

VIII. RECOMMENDATIONS

On the basis of the major findings of this assessment and in consideration of the fact that a well-developed and efficiently executed programme alone has a high probability of being integrated and/or institutionalized, the following recommendations are forwarded.

Literacy Materials and Methodology

1. Given the fact that a delay in the production of required materials has had adverse effects on the whole chain of the programme implementation process, it is recommended that top priority be accorded to the production of project materials in time without, of course, jeopardizing the quality of these materials.
2. Concerted efforts should be directed toward further refining and improving literacy materials and training methodology with respect to different topographical and cultural contexts of Nepal.
3. Impressed with new literacy skills and information obtained through the NFE programme, some adults have suggested that new job opportunities be made available to them. Thus, it is desirable that a linkage of NFE programmes with some productive enterprise be made so as to enable neo-literates to utilize their skills as well as to improve the quality of their lives.
4. Considering the needs for strengthening the training capacity, and building a viable research and evaluation mechanism for improving materials and training and supervision procedures, it is recommended that the external technical assistance be continued to successfully complete the development of the NFE programme.

Training

5. Although it has been generally found that the facilitators were able to utilize participatory approaches in teaching literacy skills, they were found to be less proficient in communicating development messages in health and agriculture. Thus, it is recommended that facilitators be adequately oriented and equipped with skills in communicating development messages relating to sanitation, population education including family planning and other developmental activities in the rural community.
6. While it is a good use of manpower to utilize experienced facilitators to run the classes each year, it is not necessary to provide them with the same kind of training as is required for new facilitators. It would be more cost effective if refresher courses of shorter duration could be provided for the old facilitators.
7. In order to enable the specialists to assume leadership roles in the development and management of the NFE programme, it is recommended that proper arrangements be made for long-term training of the specialists in their respective areas.
8. For wider implementation and eventual institutionalization of the NFE programme, a strong training capability is one of the basic prerequisites. Thus, it is recommended that an efficient cadre of trainers be formed at the central and the regional levels so as to facilitate adequate training of the supervisors and the facilitators for the successful implementation of the NFE programme.

Programme Implementation

9. It is recommended that the district level project personnel should consult with local people in the selection of NFE centres so as to ensure maximum cooperation of the community people.

10. The logistical prerequisites for the smooth implementation of the NFE programme such as supply of materials in time and adequate provision of lighting and of stationary should be given due consideration.
11. Alternative approaches, such as the provision of kerosene to adults who bring their own lanterns, should be explored as a means for improving the lighting facility in the NFE centres.
12. The provision of budget for the NFE programme at the district level should include transportation cost for carrying the materials from the district office to the programme centres.
13. In order to increase the number of female participants, efforts should be made to recruit as many female facilitators as possible.

Institutionalization of the NFE Programme

14. For the eventual institutionalization of the NFE programme it is essential that provision for a strong and permanent cadre of well-trained and competent NFE personnel be made at the centre.
15. Considering that the NFE programme is in its formative stage, it is very important that a strong formative evaluation mechanism be built into the programme so as to facilitate the evolution of a relevant and effective programme.
16. It is imperative that the authority and the responsibility of the district level personnel be made clear and specific so that they are not confused about their duties with respect to the operation and management of the NFE programmes. Some specific actions that could be undertaken in this direction include specifications of criteria while selecting the NFE facilitators and elaboration of the qualifications and functions of the NFE supervisors.

17. In the final analysis, it is the policy and commitment on the part of the MOEC that will affect the eventual institutionalization of the NFE programme. Thus, it is recommended that the NFE programme be launched as an integral part of the regular adult education programme of the Ministry of Education and Culture.

A P P E N D I X

(Questionnaires)

Questionnaire for District Education Officer

District: Sindhuli/Baglung

1. What do you think your main responsibilities of implementing non-formal education programme in your district are?
2. What is your opinion or experience in the administrative and organizational management of this programme?
3. What do you think about the present manpower of this programme? Are they sufficient? Give your opinion on their training procedures.
4. What is your opinion about the participation of village people in this programme?
5. Is the budget allotted to this programme sufficient? If not, in which items do you think it is necessary to increase the budgetary amount?

6. What are the major problems encountered in implementing this programme?
7. What major steps in your opinion should be taken at the district level as well as at the central level for making this programme more effective?
8. Give your suggestions, if any.

Questionnaire for Supervisor

District:

Name:

Experience:

Facilitator

1. How were facilitators selected?
2. Do you think that facilitators are adequately trained?
3. Are they competent in the subject matter they have to teach?
4. To what extent are facilitators able to apply in classroom instruction?
What have they learned during the training period?

Material/Method

5. Are materials available on time?
6. Are materials suitable to the level of the participants?

7. Are the materials adequate to develop confidence and raise the level of awareness of the participants in functional aspects, such as health, family planning, agriculture, etc.?
8. Does the facilitator follow the same teaching method as suggested in the teacher's guide?
9. Do you think that the teaching approach adopted in this programme is appropriate for the rural populace?
10. Which of these materials in your opinion, could also be used in other MOE's Adult Education Programme?

Effectiveness of the Programme

11. What is your opinion about the organization of this programme?
12. What is the extent of female participation?
13. What steps should be taken to increase female participation?

14. Have you observed any change or improvement in the life style of participants after completing this programme?
 15. Which aspects of the programme (literacy/functional) have the participants taken special interest in?
 16. What are the major problems of this programme?
 17. What suggestions do you have to make this programme more effective?
- 41

Non-formal Education Programme

Questionnaire for Facilitators

1. Background Information

Name: Age:
Sex: Male/Female Occupation:
Qualification: Address:
District: Sindhuli/Baglung
Village Panchayat:
Ward No.:

Non-formal Education Centre:

2. Since when have you been involved in this programme?

Content and Subjects

3. How far are the content and subject relevant to the needs and interest of participants?

4. What special subjects are preferred by participants?

5. Which subjects do you want to emphasize in the programme?

PAGE

List of Tables

6. Give your opinion on the following areas:

Functional Areas	Content and Problems Covered to raise awareness	How far have the knowledge and skill been acquired to solve related problems?	How far has the confidence been developed in solving problems?
i. Family Planning ii. Health iii. Agricultural Practice iv. Environmental Protection v. Social Interaction			

Training

7. Have you received any training on NFE? If yes, indicate the duration of the training you have had?

8. To what extent has the training helped in conducting NFE programme?

9. What are the inputs given in the training?

10. Do you think that the inputs given in the training are sufficient for implementing the programme successfully?

Methods and Materials

11. How do you motivate your participants to take part in the programme?
12. Do you strictly follow the prescribed techniques of teaching?
13. How far are the given guidelines suitable in conducting the programme?
14. How do you select participating adults?
15. Do you receive teaching materials in time?
16. Are you satisfied with the materials given for effective teaching?
- 12

17. Do you find the materials simple and relevant?

Effectiveness

18. What do you think the impact of NFE programme in the community is?

19. Do you find any interest developed among the participants in the developmental works?

20. Have the participants used their skills in solving their domestic problems?

21. Has the programme been instrumental in raising female participation?

Shortcomings and Suggestions

22. What major problems have you faced in this programme?

23. What factors, in your opinion, are lacking in the programme?

24. What are your suggestions to make this programme more effective and practical?

14

Non-formal Education Programme
Questionnaire for Community Leaders

Background Information

- | | |
|------------------|----------------------------|
| 1. Name: | Address: |
| Sex: Male/Female | District: Sindhuli/Baglung |
| Qualification: | Village Panchayat: |
| | Ward No.: |

Effectiveness of the Programmes

2. Are the contents in your opinion, related with the needs and interest of participants?

3. Give your opinion on the following areas:

Functional Aspect	What contents/ problems should be covered in leading to awareness?	How confident do you feel in dealing with these problems in the future by participants?
a. Family Planning		
b. Health		
c. Agricultural Practice		
d. Environmental Protection		
e. Social Interaction		

4. Have you noticed any improvement among the participants after their involvement in the programme?
5. How much interest do you find shown by villagers in taking part in the programme?
6. Do you think that this particular programme will be helpful in developing confidence and raising awareness among village people?

Female Participation

7. What steps could be taken to increase female participation?
8. What changes, if any, have been noticed among female participants?
9. Are female participants interested in the programme?

Selection of Site and Facilitators

10. How is the site selected for conducting non-formal education centre?
11. Do you think that the NFE centres are located at the central place for participating adults?
12. How do you appoint the facilitator to organize and conduct the NFE programme?

Linkage of NFE with other Development Activities

13. To what extent in your opinion are the content and activities of NFE programme related to other developmental activities in the village?
14. Do you find that the participants are interested in taking part in social and developmental activities?

57

Shortcomings and Suggestions

15. What major problems do you consider in implementing this programme?
16. What difficulties have been expressed by facilitators and participants?
17. How can this NFE programme be made more effective and interesting?
18. Any other suggestions:

Non-formal Education Programme
Questionnaire for NFE Participants

1. Background Information

Name of the Participant:

Age:

Sex: Male/Female

Occupation:

Address: Sindhuli/Baglung

Village Panchayat:

Ward No.:

Non-formal Education Centre:

2. How did you get information on the NFE programme in the village?
3. When did you participate in the programme? Give date.
4. Who or what motivated you to be involved in the programme?

59

Methods and Materials

5. How much are you interested in the contents and subjects given in the NFE programme?
6. Could you easily read and write after participating in the programme?
7. Give your opinion on the following aspects:

Functional Aspects	What problems were dealt?	What main benefits you received?	How would you use those skills in your life
i. Family Planning ii. Health iii. Agriculture Practice iv. Environmental Protection v. Social Interaction			

8. Are the teaching methods used by the facilitator interesting and effective?

9. Are the materials used in the centre simple, understandable, and interesting?
10. Have you discussed with your neighbours on the importance of the NFE programme in the village?

Effectiveness of the Programme

11. Do you find the programme activities helpful in your day-to-day work?
 12. Do you help your village friends in solving their domestic problems?
 13. Have you observed your participating friends using new skills in their daily activities?
 14. How can this programme be made more interesting and practical?
- 61